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Analysis of Meet and-Confer and Collective Bargaining as a Practice in Chicago Area Hebrew Day Schools

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ANALYSIS OF
MEET-AND-CONFER AND COLLECTIVE BARGAINING
AS A PRACTICE IN
CHICAGO AREA HEBREW DAY SCHOOLS

by
Linda Marks

A Dissertation Submitted to the Faculty of the Graduate School
of Loyola University of Chicago in Partial Fulfillment
of the Requirements for the Degree of
Doctor of Philosophy
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VITA

Linda Grimson Marks was born on December 1, 1947, in Chicago, Illinois.

She attended elementary school in Chicago, and junior high and high school in Skokie, Illinois. After graduating from Niles Township High School, East, in 1965, she went to Southern Illinois University for one and one-half years.

Ms. Marks completed her undergraduate education at DePaul University and graduated with a Bachelor of Science degree in elementary education in 1969. A Master of Arts in Educational Foundations was obtained from Northeastern Illinois University in 1987.

Ms. Marks taught junior high school Language Arts in Elk Grove Village, Illinois from 1969 to 1971 and in Skokie, Illinois from 1975 to 1980. From 1984 to the present, she has served as Principal of Secular Studies at the Arie Crown School in Skokie, Illinois. She is also involved on a part-time basis teaching graduate courses in the area of Administration and Supervision at Northeastern Illinois University which is located in Chicago.

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CHAPTER I

INTRODUCTION

Teachers throughout the years have struggled to gain adequate compensation that would be just and appropriate and to enhance the credibility of the profession which they have selected as their life's work. The ability to meet with management for the purpose of improving such areas as salaries, working conditions and benefits has been a very significant means of conveying the wishes of this particular population. While some employees have used the formal process of collective bargaining, others have used a meet-and-confer approach to discuss various requests.

Although collective bargaining via union representation and meet-and-confer in non-union settings have been widely used today, that was not always the case. The recognition of the union for collective negotiation and the enacting of legislation which allowed bargaining were a long time in coming. Early unions were formed to protect the fragile rights grudgingly granted by school boards. These early organizations also served as social and intellectual groups for interested educators. Membership was small and the union did not have the powerful impact

that it later acquired.

As the years went by, teachers and other members from the work force clamored for management to recognize unions as official bargaining agents for the employees. A great push was made to have Congress enact legislation to help with this goal. In 1935, employees in the private sector gained the right to unionize through passage of the National Labor Relations Act. In 1962, the strength of public school teachers' unions was enhanced drastically when President Kennedy signed Executive Order 10988 into law. This Order gave public employees the right to participate in collective bargaining.

Thus, the ability for public and private school teachers to have union representation in the negotiation of contracts was made easier as a result of major legislation. In the public sector, both the NEA and the AFT began a battle to solicit the teachers to join their ranks by stressing their expertise in the area of contract negotiations. Meanwhile, national unions like the AFL and CIO sought membership from employees in private enterprise.

It became very clear when the actions of large national unions were analyzed that the primary accomplishments of these groups over the past several decades had been in the area of negotiated contracts as these organizations attempted to acquire as much money and as many benefits as possible for members they represented.

private school union affiliation did not always meet with as much success. A series of court cases served to negate the original decrees of the National Labor Relations Act. These cases will be discussed in detail in a later chapter.

In schools where negotiation of contracts takes place, the effect on the building principal is rather complex. In the first place, while principals may have many goals and expectations for their schools, they must be bound by the terms set forth in the negotiated contract. The principal must adhere to the hours, working conditions, salary and class size which have been agreed upon between the Board of Education and the teachers' representatives. Similarly, tenure, which has become a basic right for teachers, can leave the administration with a certain number of employees who may be extremely ineffective. In many cases, both the input and expertise of the principal was not even considered by the school board when negotiations occurred.

On the other hand, it has been the responsibility of the building principal to see that teachers performed effectively and students received a quality education. This responsibility when balanced with the force of a union created quite a dilemma: the principal had to balance his goals and aspirations with the stipulations in the union contract. Conversely, teachers not represented by unions felt that they were either shunned by the board or relegated

to accept conditions and salaries that would be much better if only they were permitted to bargain as a formal organized group. Therefore, some school boards employed a meet-and-confer approach even though they refused to officially recognize unions.

BACKGROUND OF THE PROBLEM

The private Jewish Day Schools in the Chicago area under the auspices of the Associated Talmud Torahs (A.T.T.) have taken a unique approach to negotiating with their faculty. The Hebrew teachers have belonged to a formally recognized association (Torah Teachers' Association) and practiced collective bargaining. The General Studies teachers were not recognized for formal collective bargaining. Instead, the General Studies teachers met with the individual school boards in a meet-and-confer approach to discuss employment issues. This differentiation between two sets of faculty members within the same school has created some hostility between the two groups as well as anger on the part of the General Studies teachers towards the school board, the A.T.T. and the administration.

The Torah Teachers' Association (TTA) served as a reminder for many of the General Studies teachers that the two groups were not treated equally. On the other hand, the

administrators and school boards in these schools did not view the situation in the same light. Management believed that while they would not recognize an official teachers' union for the secular staff, they treated both groups equally.

In almost all cases, the individual school boards have used a meet-and-confer approach with secular staff for issues such as class size, salary and other fringe benefits. The TTA, on the other hand, has bargained as one large group representing all of the teachers in all of the day schools affiliated with the A.T.T. While the religious staff has insisted on a formal salary schedule and benefits, the secular staff was not always successful in achieving the same with the various school boards. Compounded by the fact that the General Studies teachers believed that they were often slighted, the principal faced a real dilemma regarding operating the school efficiently, the constraints imposed upon him by the contract, and the necessity to motivate teachers who have been angered by the entire situation.

THE PROBLEM

This study focused on the perceptions of teachers regarding the role of unions in collective bargaining and analyzed the similarities and differences between the two groups of faculty members: those who engaged in formal collective bargaining and those who engaged in a meet-and-confer approach.

RESEARCH QUESTIONS

To conduct this study, seven questions were posed:

1. In what areas and to what extent did the non-union secular teachers believe a union would benefit them?
2. In what areas and to what extent did Hebrew teachers believe their union would benefit them?
3. In what areas and to what extent did union and non-union teachers have similar or differing beliefs about how the union did or would benefit them?
4. In what areas and to what extent did the non-union teachers believe the meet-and-confer approach had benefited them?
5. In what areas and to what extent did the union teachers believe the meet-and-confer approach could benefit them?
6. In what areas and to what extent did union and non-union teachers have similar or differing beliefs about how meet-and-confer did or would benefit them?
7. What were the beliefs of both union and non-union teachers regarding the importance, benefits, drawbacks and peer pressure associated with teacher union membership?

METHODOLOGY

Four schools within the auspices of the Associated Talmud Torahs were selected for this study. The schools were selected because in each there was one group of Hebrew teachers who were afforded union representation and one group of secular teachers who were not formally recognized as a union and who worked with the school board in a meet-and-confer environment. All schools involved in the study were located in the north Chicago and/or Skokie area.

While there were a few other schools within the A.T.T. system, they were not included in the study because they were atypical in nature. In other words, either the teaching times or the specific requirements such as curriculum, responsibilities and formal teacher education were different than those schools represented in the study.

A two-part instrument was prepared and distributed to the teachers. The first section was a Likert-scale questionnaire and the second was an open-ended questionnaire. The instruments were field tested for the purpose of clarity, length of time for completion, and suggested additions and/or corrections. The field test was conducted with one teacher in each of the four schools and that teacher did not then participate in the actual study. Moreover, to provide additional validity of the instrument, it was examined by a college professor and two practicing

administrators.

One hundred ten teachers received the questionnaires at their end-of-the-year building teachers' meeting. The principals distributed the instruments only to those individuals who planned to return for the '89-'90 school year. Forty-seven (43%) questionnaires were completed and returned. Of those, fifteen Hebrew and twenty-five General Studies surveys were found to be usable. These respondents represented a mix between both secular and religious staffs as well as a general sampling from all four schools.

Individual interviews were also utilized for the purpose of elaborating on the information obtained in the questionnaires. These interviews were conducted by contacting the people who had indicated on the surveys that they were willing to provide additional information. This consisted of about one third of the total number of respondents (six Hebrew teachers and eight General Studies teachers). All interviews were conducted on the telephone.

Data analysis consisted of a mixed methodological approach combining both quantitative and qualitative research methods. The Likert-scale questionnaire was analyzed by utilizing an analysis of variance, and the open-ended questions were studied through the use of a matrix. Triangulation was then conducted by combining and analyzing data obtained from both the qualitative and quantitative techniques used in the study.

LIMITATIONS OF THE STUDY

Based on the nature of this particular study, there were certain limitations which emerged. In the first place, because the rate of return on the surveys was forty-three percent, the results must be viewed with a certain amount of caution. On the other hand, because of the sensitivity of the issue, this rate of return did not come as a great surprise. Certainly one might be able to say that the results obtained would clearly be applicable to approximately half of the teachers, but one must be careful in generalizing to the entire population.

Also, not all Hebrew Day Schools under the auspices of the A.T.T. were studied. While this was done because the other schools did not fit the norm being examined, the results should not then be applied to all schools in the A.T.T. system. One might review the results and use that information as a starting point in examining these other schools, but a generalization at this point would not be advised. In addition, because this study was conducted in Chicago area Hebrew Day Schools, one should be careful in generalizing to the entire Day School population.

DEFINITION OF TERMS

There were a number of terms which were characteristic to the Hebrew Day Schools being studied. For this reason, it was decided that those definitions would be listed below:

Associated Talmud Torahs - umbrella organization to area Day Schools as well as after school Hebrew schools whose purpose was to aid in the promotion of religious education through funding, provision for teacher education, etc.

Executive Board - a group of individuals who determined salary and made all decisions concerning the efficient operation of the school with the exception of decisions related to educational policy and the hiring and firing of teachers.

General Studies - all secular studies courses commonly found in a public school (ex: math, science, English, social studies).

General Studies Teachers - teachers who worked in the Day School setting and who taught secular courses in English, math, science, social studies, etc.

Hebrew Day School - a school which consisted of both secular and religious courses of study. Generally students attended school for approximately seven and a half hours per day, with a minimum of 50% of each school day devoted to religious studies. In many schools in the Associated Talmud Torah system, boys also attended school a half day on Sunday for additional Hebrew instruction.

Hebrew School - a school generally located in a synagogue which offered religious education at the conclusion of the public school day two or three times a week. The classes were generally one to two hours in length.

Hebrew Teachers - teachers who worked in a Day School setting who belonged to the Torah Teachers' Association and who taught religious courses.

School Board - the governing body that created policy for the educational aspects of school. The school board hired and fired, but salary was set by the Executive Board.

Secular Studies Teachers - another term for the General Studies teacher.

CONCLUSION

All in all, the purpose of this study was to analyze the perceptions, differences, similarities and the subsequent implications for the administrator brought about by the unusual structure of negotiating employed in the Chicago area Hebrew Day Schools. While the number of responses to the questionnaires was not as high as one might like, there was no question that the information provided at least a starting point for analyzing this situation. The impact of a union on any school could be significant. When it was compounded by representing only one of two groups of teachers within the same building, additional problems were created.

In the chapters which follow, there will be an examination of the development of both labor and unions in the United States. This will provide insight into the complexity of the union structure as well as to the purpose for the existence of the union. Next, there will be a discussion of the related literature and research. Legislation related to private religious schools and collective bargaining will precede the presentation and analysis of the data. The final chapter will consist of the summary, conclusions and recommendations.

CHAPTER II

REVIEW OF THE RELATED LITERATURE

HISTORICAL DEVELOPMENT OF UNIONS IN THE UNITED STATES

An examination of the historical development of both labor and unions can provide a foundation for understanding why and how unions have achieved their current status. The union was an outgrowth of both struggle and passion. The oppression, poor working conditions and low salaries were just some of the situations which created an eventual revolt among workers in all areas of American society. Subsequent legislation, swings in national sympathy and economic conditions in America were further forces contributing to the development of unions.

History of Labor Unions to 1920

The concept of union workers in America can be traced back to the seventeenth and eighteenth centuries. During that time, the first and major sources of labor were the indentured servants and the slaves (Dulles, 1966, p. 1). Slowly, a shift took place in the composition of the labor force as skilled artisans arrived from other countries, and

indentured workers were freed. By the end of the eighteenth century, skilled craftsmen began training apprentices and local trade organizations, a forerunner to unions, were formed.

Early union organizations had very little power and influence. Management held the upper hand. When employees attempted to change that trend, they were soundly defeated through litigation (People v. Melvin, 1810). For instance, eight shoemakers from the Federal Society of Journeymen Cordwainers were found guilty for "'...attempting to increase and augment the wages paid them and for deceitfully forming themselves into a club to attain their ends, thus constituting. . .a criminal conspiracy.'" (Flagler, 1972, p. 41).

Seventeen years later, in 1827, the American labor movement officially began when fifteen separate trade organizations banded together to create the Mechanics Union of Trade Associations (Epp, 1976, p. vi; Brooks, 1964, p. 14). For the first time, a number of individual unions joined ranks for the purposes of improving their lot and rebelling against industrialism.

The holding in People v. Melvin set the tone for the treatment of labor until 1842. At that time a case was brought to court in Massachusetts. After hearing testimony from both labor and management it was decided, in Commonwealth v. Hunt (1842), that a workman did have a right

to form a union in order to seek better wages. However, the court imposed limitations with this right to organize ruling. For example, no strikes or boycotts were allowed (Flagler, 1972, p. 41). Individuals, though permitted to organize, were restricted from employing techniques which would make management take their presence seriously.

Working conditions for the labor force did not change significantly until after the Civil War. At that time, there was a tremendous growth in industry. In 1863, the first trades' assembly had organized in Rochester, New York. The group united to improve wages and to initiate other needed reform (Brooks, 1964, p. 43). In 1866, the first major national federation was founded by William Sylvis of the Iron Molders' Union. This group, called the National Labor Union, campaigned for the eight hour day (Litwack, 1962, p. 26; Flagler, 1972, p. 42).

In 1869, the Noble and Holy Order of the Knights of Labor was organized by Uriah Stephens. The purpose of this group, which began with its own secret handshakes and symbols, was to improve both salaries and working conditions. Moreover, the group wanted to be able to improve society as a whole by abolishing the concept of capitalism and allowing the public workers and the government to share in the profits. By 1886, there were 700,000 members affiliated with the Knights of Labor (Schwartz, 1972, pp. 42-44).

During that same year (1886), differences in ideology created a major rift, and the craft unions left to form a new union: the American Federation of Labor (AFL). The AFL, which officially began in Columbus, Ohio, on December 8, 1886, limited its membership to skilled craftsmen. The sole purpose of this new organization was the promotion of higher wages and better working conditions (Schwartz, 1972, p. 44; Litwack, 1962, p. 26). The first president of the AFL was Samuel Gompers.

The split between the American Federation of Labor and the Knights of Labor left all of the unskilled labor force in the Knights organization. Furthermore, while the Knights allowed mixed groups from different companies to band together, each craft in the AFL maintained its own identity and autonomy (Peterson, 1951, p. 471). "By 1900 the AFL included forty-eight national unions with over a half million members. The Knights by then were dead." (Schwartz, 1972, p. 44).

Formal governmental acknowledgement of labor was shown through the Clayton Act of 1914 which dealt with legislation pertaining to anti-trust. Clauses dealing with labor rights were included and the Act stipulated that unions were legal since there was no legislation to the contrary. Similarly, this legislation outlawed the use of injunctions in labor/management disputes "... unless necessary to prevent irreparable injury to property, or to

property right. . .for which injury there is no adequate remedy at law." (Dulles, 1966, p. 203). While labor at first rejoiced and accepted the Clayton Act as the beginning of a sympathetic attitude on the part of government towards unions, this euphoria was short lived. Due to the number of loopholes in the Act, management retained the upper hand.

A change did occur in 1916 when the Adamson Act was passed. This Act established the standard work day for employees of interstate railways at a total of eight hours. There was also a provision for time and a half for the salary of any employee who had to work overtime. Then, in 1917, Congress enacted legislation requiring a literacy test for all European immigrants. This was an aide to the existing labor force because it helped to restrict the number of new immigrants who were able to come to America to join the work force. Also in 1917, President Woodrow Wilson established the War Labor Conference Board which included representatives from both management and labor.

Based on input gathered from the War Labor Conference Board, President Wilson, in 1918, established the National War Labor Board whose sole purpose was to settle disputes that could arise between labor and management. Wilson wanted to make sure that there would be no strikes which could then have an adverse affect on the economy. In order to accomplish this, the President was acknowledging demands made by labor. Furthermore, the Board recognized

collective bargaining, established the eight-hour day, and supported the necessity of a decent salary for the labor force (Dulles, 1966, p. 226).

All in all, the period after World War I was one of sympathy toward management and business. However, small advances made on the part of labor set the stage for developments which later affected teachers. Never again would management have complete and total domination over all of the labor force. Union members united and fought for improvements that were sorely needed. A new type of labor emerged on the horizon.

History of Teachers' Unions to 1920

Although local teachers' organizations can be traced all the way back to 1799 when discussion groups were formed in Connecticut, several attempts were made in the mid eighteen hundreds to form national teachers' organizations. In 1830, the American Institute of Instruction was founded in Boston, in 1831, both the Western College of Professional Teachers (Cincinnati) and the American Lyceum Association (New York) were started, and in 1849, the American Association for the Advancement of Education was begun in Philadelphia with Horace Mann as its first president (Wesley, 1957, p. 20). However, none of these groups were

able to muster the support necessary to become significant, nation-wide organizations.

Then, in 1857, D. B. Hagar, Zalmon Richards and T. W. Valentine united and formed the National Teachers Association. The NTA was originally an all male group, but women were permitted to become honorary members and to write essays conveying their viewpoints. These essays, according to the original preamble, would be read by male members of the NTA at a stated meeting (Wesley, 1957, p. 23). The furor created by the limiting of membership to males caused that policy to be rescinded in August, 1866.

The National Teachers Association, which merged into the National Educational Association in 1870, was one of the first significant unions in the field of education. This union, however, was composed of administrators as well as teachers. The philosophy in the early years was not to protect the rights of teachers, but rather to protect the rights of the administrators and to improve the professional status of educators as a whole.

Meanwhile, in 1895, the Illinois legislature introduced a pension law for teachers. This law was one of the first signals issued by the State which recognized that teachers were becoming unhappy with their lack of benefits. The pension was based on the premise that the money would be acquired by deducting one percent from each teacher's salary. However, there were many problems associated with

the administration of this new pension fund. The poor management produced a great deal of unrest. According to an article written in 1896 in the Atlantic Monthly, "Reform was needed not only to pay teachers large enough salaries to live on, but also to give them security and the freedom to do their best work." (Urban, 1982, pp. 25-26).

In 1897, the Chicago Teachers' Federation, under the guidance of Margaret Haley and Catherine Goggin was formed. Its purpose was "...to protect both the integrity of the Illinois pension fund and the interests of elementary school teachers in its continuance." (Urban, 1982, pp. 25-26). Because a large number of teachers were unmarried women, and because the high school teachers received higher salaries and better pensions, it became necessary to organize and fight for equity among all teachers.

Haley and Goggin worked very hard to maintain some type of stability for all teachers. They wanted the school board to grant tenure thereby securing the pensions for the faculties. Haley, Goggin and the members of the Chicago Teachers' Federation primarily wanted tenure for job security rather than for academic freedom. Professional rights were not an issue in the original formulation of the Federation.

In the meantime, the Chicago Board of Education was anxious to inhibit the union's development and board members tried to make the union lose its credibility. In

1897, the Board announced that the teachers would have to take a cut in salary because there was no money left to pay the teachers.

Margaret Haley and her union moved into action. After a good deal of research and exploration, she found out that many large corporations including the Chicago Tribune in Chicago were not paying taxes on their land. Since such property taxes were a major source of revenue for the Board, Haley knew that this additional revenue would help obtain more pay for teachers as well as help fund many other needed improvements in the schools.

Because of political corruption, Haley's information fell on deaf ears in City Hall. It finally took a court battle for the Chicago Federation of Teachers to gain taxation on all of these corporate lands. Although a raise was granted to the teachers, it proved to be quite short-lived. Corporate pressure was immediately instituted and the raise was soon rescinded. It became necessary for the teachers to go to court to secure their position (Braun, 1972, p. 25).

It was apparent that a group of women who were fighting a strong political structure were not going to get away with too much before outside influences would be used to put an end to the problem. In the early nineteenth hundreds, Jacob Loeb, a Board member of the Chicago Public Schools decided that the Federation had gone far enough. He

first went to court to get a reversal of the tenure law and he was successful. Armed with this ammunition, the Board of Education fired sixty-eight teachers. Many of these teachers were members of the Chicago Teachers' Federation (Urban, 1982, p. 84). Furthermore, a large number of these teachers had received ratings which were satisfactory when they had been evaluated.

Haley was not going to accept this type of attack. She knew that the only way to make her organization strong was to have the backing of a large labor organization. Many teachers opposed any connection between labor and education, but Haley was very persistent. Even though there were objections by not only many of the teachers, but by the Board of Education as well, the Chicago Teachers' Federation joined the Illinois State Federation of Labor. Two other Chicago groups, the Federation of Women High School Teachers and the Federation of Men Teachers also affiliated with the Labor Union in 1913 (Chicago: Chicago Teachers Union, 1986). Then, on April 15, 1916, the three Chicago groups met with a Federation from Gary, Indiana to form the American Federation of Teachers. Charles Stillman, president of the men's federation (Wilmette, Illinois), was elected the first president of the AFT (Braun, 1972, p. 32).

The furor that was created when the teachers associated with labor and a national teachers' federation was too much for the Chicago teachers to handle. Tremendous

pressures were placed on everyone involved by the Board of Education. In 1917, the Chicago Teachers' Federation announced that it was withdrawing from the Chicago Federation of Labor, the Illinois State Federation of Labor, the American Federation of Teachers and the Women's Trade Union League. "On thirteen June, the board rehired the dismissed teachers, indicating that its war with Chicago Teacher's Federation was over. The official labor career of the CTF had ended as it had begun, because of practical priorities." (Urban, 1982, p. 86).

All in all, although Margaret Haley had to end the formal association with labor, she quietly did align herself and her organization with labor groups whenever she could. In retrospect, it appeared that Haley was really too far advanced for her time. The women that followed her could not accept the ways of someone who would fight to win at any cost. It seemed that the members of the group were not nearly as strong in their convictions as was the leader. The fear of losing their jobs was too great to allow many members to stand up and fight for what they really wanted (Urban, 1982, p. 68).

The AFT, meanwhile, was having difficulty because of the many pressures exerted by the NEA. The National Education Association, recognizing that it had to give greater representation to teachers and not just to administrators, started a powerful campaign to denounce both

unions and labor. Soon, school boards and superintendents began refusing to hire any teachers who were members of the American Federation of Teachers' Union. By 1920, the AFT membership had dwindled greatly and its power was sorely restricted.

Early Development of Collective Bargaining

While the teachers were still experiencing difficulties, the lot of the private sector laborer was gradually improving. The 1920's were a time of great economic growth and prosperity. The war had ended and demand for goods and services created better jobs with higher salaries for the work force. The adoption of the quota system also provided fewer opportunities for management to hire people who would gladly work for low salaries (Dulles, 1966, p. 243).

On the other hand, open shops were instituted so that business could curtail the formation or strengthening of unions. The yellow dog contract, which provided jobs to individuals who would agree not to join the union, became commonplace. Thus union membership had declined from a high of over 5 million members by the end of World War I, to 3.5 million members in 1929. Workers were earning more money, but unions were losing their power.

A significant event, though, changed the entire course of history for all of the working force. On October 24, 1929, the United States experienced what is commonly referred to as "Black Thursday" (Schwartz, 1972, p. 48). Prices at the New York Stock Exchange fell drastically and the economy was thrown into chaos. By 1933, one out of every three U.S. workers was out of work (Flagler, 1972, p. 75). The Great Depression, which lasted from 1929 to 1939 was a time of economic disaster.

It was during the Depression, though, that a series of legislation was enacted which would eventually solidify the union as a permanent force in America. President Franklin Delano Roosevelt espoused the concept of the "New Deal". The government became involved in insuring bank deposits, requiring full disclosure of the financial status of stocks, aid to farmers and the creation of jobs for the jobless. Then, in 1932, the Norris-LaGuardia Anti-Injunction Act was passed. This Act forbade the use of the yellow dog contract and limited ". . . grounds and procedures for the issuing of injunctions." (Flagler, 1972, p. 80).

Similarly, the National Industrial Recovery Act was also enacted. Through the NIRA, employees were officially given the right to form unions. The NIRA, though, was soon found to be unconstitutional because of the regulations regarding prices affecting farm items. Then, in 1935, Senator Robert Wagner sponsored the National Labor Relations

Act. The NLRA incorporated the basics from the National Industrial Recovery Act but it also forbade the formation of company unions and guaranteed the right of workers to organize and to bargain. The National Labor Relations Board was set up to oversee this new law (National Labor Relations Act of 1935).

While all of the new legislation was supposedly geared towards helping labor and the unions, the unions themselves were having difficulty in coming to terms with this series of events. In 1935, many of the craft unions within the AFL were very cautious about the growth of additional unions within their ranks. They thought if they contained expansion they would strengthen their position. Thus, they wanted new members to join unions which were already in existence. There was great disagreement about this issue. "The dissidents then formed the Committee for Industrial Organization..." (Schwartz, 1972, p. 50). The first leader of the CIO was John L. Lewis, a mine worker. In 1938, the AFL expelled the CIO members and they formed a new organization: the Congress of Industrial Organizations. John L. Lewis was elected president.

The nineteen-thirties for Chicago teachers was also a significant time. A severe problem with money led to the necessity of the board to pay salaries in scrip. Many stores refused to accept this scrip as payment for goods or services. Furthermore, wages were often paid late, if they

were paid at all (Braun, 1972, p. 43). Teachers became angry with the way they were being treated. The NEA was sympathetic to the problem, but really did nothing concrete to help the teachers. Their philosophy was more theoretical and less pragmatic on the issue of teachers' rights. It was at this time that the AFT began an upward climb again. The organization was openly in favor of improving conditions for teachers and did what it could to help the cause. The AFT, though, while certainly more activist in nature, still did not seem to be the group that could totally help the Chicago teachers at that time.

While the teachers in Chicago were forming an alliance with their union, so too, were teachers in many other parts of the state. The year 1936 was very important because it was during this year that two key unions were established in Illinois.

As was mentioned earlier, the National Education Association was originally created in the mid-eighteen hundreds. The Illinois association which was originally called the State Teachers Institute and later the Illinois State Teachers Association, became the Illinois Education Association in 1936. This group was responsible for helping to establish certification requirements for teachers. It was also instrumental in the formation of the office of State Superintendent of Schools. Much work was done by the members throughout the years to establish the credibility of

education in the state.

The Illinois Federation of Teachers was also established on November 27, 1936. Its purpose was to further the rights and privileges of members. While the IEA was more interested in improving the overall quality of education, the IFT was interested in improving the salaries and working conditions of the teachers. The very first collective bargaining agreement in Illinois was reached with members of the school board and the Macoupin County Federation of Teachers located in Benld, Illinois.

Moreover, many small units that were found within the city of Chicago joined together to form one major union. In 1937, the Chicago Teachers' Union was created. This new union was not accepted graciously by the Board of Education or by the Superintendent. There was much dissension among the members when the CTU made requests. For the most part, the early years of the CTU were not marked with outstanding success.

In 1947, Congress passed the Taft-Hartley Act. The purpose of this legislation was to modify the rights which had previously been afforded to labor through the Wagner Act. This Labor-Management Relations Act of 1947 also reflected the change in sympathy on the part of the public to all the strikes which had taken place in the two years prior to its enactment. It is interesting to note that President Truman vetoed Taft-Hartley, but Congress overrode

the veto.

The early 1950's was a time of attempted reorganization for the AFL and the CIO. This was the case because there were inherent problems which had surfaced in both unions. The AFL was experiencing a great deal of racketeering and corruption, especially on the part of the International Longshoremen and the Teamsters. Similarly, the CIO was infiltrated by Communists who planned to gain control of the U.S.A. by way of the unions. The Communists had been able to gain membership in the CIO in the mid-1930's when it was first formed and in need of membership.

Then, in 1955, after the two groups realized that their ideologies had become similar and that there was strength in numbers, the AFL and CIO merged into one major labor union. George Meany was designated as president of the newly formed AFL-CIO. This merger then represented a total of ninety-four national unions with a significant membership of approximately sixteen million people (Schwartz, 1972, p. 60).

The 1950's ended with another important act passed by Congress. In 1959, the Landrum-Griffin Act was established as an outgrowth of the recommendations from the Senate Select Committee. This Act stipulated that (1) no known criminal was permitted to hold a union office, (2) the union must file financial disclosure reports, and (3) there was to be a number of rights for union members which

included freedom of expression, the right to assemble, and the right to a hearing for any disciplinary proceeding. Overall, the Landrum-Griffin Act ensured that the union no longer enjoyed a position of unlimited power and authority (Labor-Management Reporting and Disclosure Act of 1959).

Teachers, meanwhile, experienced the 1950's in a rather different fashion. Although the economy was changing slightly, teachers' salaries and benefits remained almost stagnant. While the AFT maintained a no-strike policy, teachers in various districts throughout the United States were striking anyway. By the early 1950's, enough teachers had participated in strikes to make the AFT's policy all but useless. Even though teachers ignored the strike ban, there was one problem which was not that simple to overcome. Legislation regarding unions covered only private industry.

This changed completely, though, when President John F. Kennedy signed Executive Order 10988 into law in 1962. This law permitted federal white collar employees the right to union recognition and collective bargaining. A natural outgrowth of this Executive Order was the right for white collar workers such as teachers holding public positions to be entitled to union membership and collective bargaining (Braun, 1972, p. 65). The spread of union recognition had now advanced. Private school teachers were permitted union recognition through the NLRA and Landrum-Griffin, and public school teachers gained that right through Executive Order

10988.

All in all, the struggle for union recognition and employee rights was long and arduous. Much has been improved for the employee through legislation. Basics such as the eight hour day and rules governing the safety of employees have created better and safer environments. But the role of the union in the interaction of employee/employer relationships has been both complex and varied. Unions have been strong in some instances and weak in others. Nevertheless the union has been a significant factor in both the public and private sectors of the work force.

RELATED LITERATURE AND RESEARCH

A great deal has been written about the current status of the teachers' union in education. Opinions were varied and areas of interest were diverse. It appeared that the topic of the teachers' union evoked strong feelings because of the significant role it assumed as unions became stronger and collective bargaining tactics became more sophisticated.

It has been said that while unions gained in strength, they lacked in attention to improvement in the area of professional advancement. Unions were seen as

working toward only financial gain (Adam, 1982; Ohanian, 1983). Similarly, a number of authors wrote to express concern about the role of the union in the improvement of curriculum. To one author, the fight for power between the NEA and the AFT, and the stress on class size and salaries overshadowed issues related to curriculum improvement (Finn, 1985). The opposing view suggested that the NEA did take part in activities related to improving education and teacher professionalism. Information supplied by Mary Futrell showed how a percentage of dues collected was earmarked for improving the quality of education (Sanders, 1985).

On the other hand, a premise was made that

The quality of American education can be no greater than the quality of teaching in the public schools. And what happens in classrooms depends on the job satisfaction of teachers (Levin, 1982, p. 37).

Levin concluded that unions played a role in job satisfaction. The relationship of unions and job satisfaction was carried further. It was pointed out that the union allowed teachers to participate in a group and socialize. Yet, when the union was viewed as a unit concerned about improving teachers or the education process, there was an indication that it was not doing its job (Ledfore, 1983). An opposite opinion was stated by Sallee (1983). She believed that if teachers would join the unions, lend their support, and participate actively, they

would be able to improve their teaching conditions.

Yet another writer examined the practicality of cooperative employment which was found in the Japanese system. When two different specialists of American labor relations were consulted about the program, they indicated that the Japanese system would not work in the United States. It was pointed out that there was a softening on the part of the unions that was not conducive to cooperative employment. Also the anonymity associated with the Japanese work philosophy excluded the human element of individuality which was so much a part of the American system (Zakariya, 1984).

Differences in perception of the role of unions accounted for a significant topic among authors. The NEA was seen as an organization operated for the benefit of the union officials. It was believed that the direction of the union had changed and that the course needed to be reset if the union was to fulfill its original mission: that of a professional organization for teachers (Boynton and Lloyd, 1985). In an article in American Teacher (1984), the theme centered around the AFT's need to unite teachers in voting against Ronald Reagan's reelection. The thesis of the article was that the power of the AFT would be sorely hindered by Reagan's conservatism. The Reagan theme was continued by saying that the power of the union was waning because of Reagan's influence (Lieberman, 1985).

The role of the principal in dealing with the union was yet another area for discussion. The growing strength of the union has often created major headaches for the building administrator. This problem was magnified further when the principal was not consulted before contract agreements were reached (Krajewski, Martin and Walden, 1983, p. 298). Problems faced by administrators when they dealt with the "working conditions" and "maintenance of standards" clauses in contracts were also examined. The limitations imposed on the principal in the "working conditions" clause often defined exact minutes per day an individual might teach while the "maintenance of standards" clause essentially prohibited principals from changing any past procedures without union consent (Ford, 1980).

Needless to say, school boards have played an integral role in the decisions reached in collective bargaining. One author believed board members were ill-equipped to make sound and appropriate decisions regarding teachers and/or education. The only thing that related a board member to the field of education was that each member did, in fact, attend school. It was implied that board members felt superior to teachers (Staples, 1984.)

Additional clarification of the board's position in collective bargaining was also discussed. It was found that the unions were very skillful in negotiating because they

had the resources of powerful national unions behind them. Since there was agreement with Staples related to the fact that board members did not have as much expertise and background as they should, it was suggested that board members become familiar with collective bargaining for the purpose of being able to make more informed decisions (Narnit, 1986). The ideas set forth by both Staples and Narnit were embellished by showing how, as time progressed and greater understanding was developed, the New York City schools were able to settle their contract quickly and efficiently (Pellicano, 1982).

Contract settlement was also contingent on yet another factor. There appeared to be no question that there was strength in numbers. Jewell (1983) explained that it was very difficult for one individual to apply the pressure which would be necessary to effect significant advancement or change. A united union had much more power and influence. This idea was further advanced when not only teachers, but food workers, custodians and even bus drivers belonged to the same organization. When one single unified front was presented, the bargaining position became much stronger (Glass, 1983).

To one author, the strength of teachers in unions would be much more pronounced if professional organizations like NCTE would merge with the more traditional unions for the purpose of improving teachers' skills. In other words,

the professional organization had the background to help a teacher gain expertise in his field, while the strength of the teachers' union lent the power necessary to implement the change (Sitham, 1983).

While this concept might be sound from an idealistic perspective, if the NEA and AFT had successfully fought to remain independent, and surely a merger would have added credence to the phrase, "strength in numbers", it was highly unlikely that teachers' unions would be interested in merging with professional organizations and vice-versa. This was even true at the university level. The American Association of University Professors, which had historically been considered to be a professional organization, would have benefited from a merger with the NEA and AFT. However, ideological differences prevented this from happening (Watkins, 1982).

School administrators, too, addressed the pros and cons of organizing for the purpose of improving their positions. Based on the success of teachers' collective bargaining, even managers have questioned whether they might not have enjoyed more benefits if they were able to have union backing. One opinion was that no principal should join a union, especially if it was the same union to which the teachers belonged. It was said that unions did not encourage competitiveness and power based on performance, but rather encouraged compliance. Moreover, it would be

very difficult for a principal to deal strongly with a teacher if both teacher and administration belonged to the same union (Mayher, 1984).

In an examination of middle level administrators who banded together to form a union at a community college, the president of the institution was quoted as saying that middle management would not need a union to make them happy (Heller, 1985). Moreover, a study of private and public school administrators, showed that public school administrators might want to unify to obtain better protection, but that private school administrators had neither the strength in numbers nor the backing to organize a union (Cooper, 1980).

Research on attitudes about collective bargaining was limited. There were, however, some comments that helped add insight to the topic. A survey of Catholic high schools in Illinois was done to determine whether collective bargaining was utilized. It was found that unions were located in schools where the male population was high. Furthermore, the reasons teachers cited most often for forming unions was the need for improved salaries and working conditions. The principals of these schools indicated that neither unions nor collective bargaining posed any threats to their authority (McGrath and Lunenburg, 1987).

A study was also instituted to determine whether

demographic and attitudinal variables had a significant affect on both faculty and administration's attitudes toward collective bargaining. It was discovered that the type of issues which interested teachers for collective bargaining was quite specific. However, neither demographics nor attitudinal variables predicted whether or not individuals subscribed to the concept of collective bargaining (Miskel, 1974).

Powerlessness and autonomy was studied as it related to the NEA and AFT. It was proposed that teachers who belonged to the NEA would believe they had more prestige and power than teachers who belonged to the AFT. The hypothesis, however, was not totally substantiated. While teachers who belonged to the NEA did feel they had more prestige than their counterparts in the AFT, association in the NEA did not produce greater feelings of power (Nagi, 1973).

Jessup (1978) studied the reasons for the development of the union in the New York school system in the nineteen sixties. She was interested in discovering whether powerlessness and autonomy were important factors in the increased membership of teachers in unions. What Jessup discovered was that while many factors contributed to the rise of the union, the feeling of powerlessness of a voice for reform in the schools was a factor to consider. She also found that while teachers wanted a voice to encourage educational improvement, even the national union did not

acknowledge that fact. Rather, the AFT indicated that teachers organized for the purpose of improving salaries and working conditions and the lack of understanding between the local and national union left disparity in the intent of unionization on the part of the teachers in New York. In light of this development, Jessup's research was merely a starting point for additional inquiry.

All in all, opinions about unions were many and varied. While some individuals proposed that there was strength in numbers, others said that unions encouraged compliance and mediocrity. Studies related to collective bargaining were also inconclusive. The attempt to pinpoint specific attitudes which could be directly related to collective bargaining was not comprehensive enough to allow for concrete conclusions.

CHAPTER III

PRESENTATION AND ANALYSIS OF THE DATA

BACKGROUND OF COLLECTIVE BARGAINING IN THE HEBREW DAY SCHOOLS

A series of events including court cases and legislative enactments have impinged directly on the attempts of private Hebrew Day Schools in the Chicago area to unionize. Before a discussion of that legislation takes place, it is important to understand the structure of the Hebrew Day School and the place which the union held within that structure.

The Role of the A.T.T.

To begin, all of the schools included in this study were members of an umbrella organization called the Associated Talmud Torahs (A.T.T.). This organization functioned in a fashion similar to that of a district office. The A.T.T. was responsible for procuring available funding, conducting staff development activities for teachers, distributing pertinent literature sent from major governmental agencies, processing insurance claims and applications, sending out support staff to the schools, if

necessary. There was a superintendent who headed the organization, and a number of supervisors who handled various educational issues pertaining to items such as teacher education and curriculum. The A.T.T. was also responsible for negotiating contracts with the Hebrew teachers only. The secular studies teachers did not derive any benefits from either a recognized central agency like the A.T.T., or from recognition as a collective group for the purpose of bargaining.

Governing Law

The A.T.T. was able to avoid recognition of a General Studies Teachers' Union or for that matter, a Hebrew Teachers' Union because of a series of cases starting in 1951. At that time, the NLRB heard a case brought to them pertaining to Columbia University. In Trustees of Columbia University (1951), the National Labor Relations Board said it would not interfere with a "...nonprofit educational corporation whose sole purpose was to promote education..." (Curiale, 1978, p. 79). This policy held true until 1970, when, in the Cornell University decision, "...the Board adopted a rule, pursuant to which it would assert jurisdiction over private universities that had annual gross revenues in excess of \$1 million." (Serritella, 1975, p. 325). Furthermore, the NLRB used the \$1 million dollar

figure to apply to high schools, as well (Shattuck School, 1971; Windsor School, Inc., 1972; Serritella, 1975, p. 325).

The delineation of authority over private, nonprofit schools was overturned once again in 1974. At that time, two cases were heard which led the way for several more important decisions. The Association of Hebrew Teachers of Metropolitan Detroit case (1974) and the Board of Jewish Education of Greater Washington, D.C. case (1974) both dealt with the right of the NLRB to have jurisdiction over religious schools. In both cases, the teachers wanted to obtain union recognition, and the school boards refused. It was decided by the NLRB that since both schools taught only religious subjects, the teachers were not entitled to be covered by the NLRA (Warner, 1978, p. 466).

The first case related to Catholic Schools was heard a year later, in 1975. In the Roman Catholic Archdiocese of Baltimore (1975), it was held that since both secular and religious studies were taught, a union was permissible and the NLRB had jurisdiction. This guideline was given further impact in 1976 in Cardinal Timothy Manning (1976). While the parochial school argued, in Manning, that NLRB jurisdiction would lead to excessive entanglement, a violation of the First Amendment, the NLRB ruled that collective bargaining would not affect the school in a negative way. Moreover, the NLRB was merely doing what it

was established to do: to "...facilitate the free flow of interstate commerce by encouraging collective bargaining, which serves to stabilize labor relations." (Warner, 1978, p. 467). The NLRB went on further in its decision by explaining that it had the right to interfere minimally, even with a religious issue, if the interference will help to protect established legislation.

Another case related to Catholic Schools was decided by the Third Circuit Court of Appeals in 1977. The decision rendered by the NLRB in Caulfield v. Hirsch (1978) stipulated that all full time lay teachers in the Archdiocese of Philadelphia could be considered as one large unit for the purpose of collective bargaining. Because this case concerned only lay teachers, the NLRB decided its jurisdiction applied. The Circuit Court overturned the decision of the NLRB because it was decided that the circumstances were "'first amendment' (sic) rather than 'labor' issues" (Kryvoruka, 1978, p. 44). In essence, the Court of Appeals and the Supreme Court through their denial of a writ of certiorari believed that the First Amendment rights to freedom of religion were more significant than the jurisdiction of the NLRB over the Catholic Schools.

Then, in 1979, a highly significant case for the Hebrew Day School was decided by the Supreme Court. National Labor Relations Board v. The Catholic Bishop of Chicago et. al. (1979), dealt with two major issues. First,

were teachers who worked in a school where both secular and religious subjects were taught covered by the National Labor Relations Act? Second, if the NLRA did apply, then was there a violation of the Establishment and/or Free Exercise clause(s) of the First Amendment?

The schools involved in the suit were Quigley North and South which were operated by the Catholic Bishop of Chicago, Inc. and five schools operated by the Diocese of Fort Wayne-South Bend, Inc. The argument set forth by the two Catholic corporations was that the courses taught in all of the schools mentioned in the suit superseded the normal courses taught in a Catholic School. Instead, these courses prepared young men for the priesthood, and were therefore more technical and detailed in nature. While the Quigley schools further required sponsorship for admission by a priest, the Indiana schools did not have that requirement.

The NLRB ruled in 1977 that the church must recognize teacher unions for the purpose of collective bargaining. The basis of the decision by the NLRB was that a school had to be "...'completely religious' not just religiously associated..." (National Labor Relations Board v. The Catholic Bishop of Chicago, 1979, p. 535). In a 5-4 vote, the Supreme Court held that teachers in schools operated by Churches are not protected by the NLRA. The basis for the holding was that if the NLRA did cover teachers in church related schools, there would be excessive entanglement, thus

there would be a violation of the First Amendment Free Exercise and Establishment clauses.

One final case which examined the union issue in a religious school was heard by the Supreme Court in 1980. In the NLRB v. Yeshiva University (1980), the Supreme Court upheld the lower court's overturning of a ruling by the NLRB. While the NLRB said that Yeshiva University must bargain with a recognized union, the Court of Appeals and later the Supreme Court held otherwise. The Supreme Court accepted the University's argument that the faculty was actually managerial since it made decisions related to curriculum, academic standards, hiring and firing of faculty, etc. The Supreme Court, in a 5-4 decision held that managerial employees have no protection by the NLRB (Burke, 1980, p. 15).

Because of this extensive series of litigation, the A.T.T. did not have to recognize any union whatsoever. The single most important case in substantiating this viewpoint was the Catholic Bishop case. This was true because all of the Day Schools which were being studied had both a lay and a religious faculty, and the intent was clearly to prepare students for their futures in positions of religious authority. It was, therefore, most interesting to note that what the A.T.T. actually did was to recognize the Hebrew Teachers as a union for the purpose of collective bargaining, but to avoid recognition of the General Studies

Teachers. Since the NLRB did not have jurisdiction over church-operated schools, the A.T.T. seemed to be within its bounds to distinguish unions as it pleased.

Development of the Torah Teachers' Association

An analysis of the Hebrew Teachers' Association, officially known as the Torah Teachers' Association (TTA) gave added insight to the problem. To begin, the Hebrew schools in the Chicago area had no real group of organized teachers before the early 1950's. Then, in 1953, a small group of Hebrew teachers met and decided that they would like to form an organization which would help teachers study and learn together, as well as improve teaching techniques. While the teachers felt that formal recognition of this Association was most important, the A.T.T. staunchly refused to recognize the group.

Then, in 1956, a new strong movement to organize Torah educators was initiated by a group of dedicated teachers under the leadership of Rabbi Herzl Kaplan. ...by September, 1956...close to seventy persons, including teachers and principals, became affiliated... The Association received a charter as a recognized body from the State of Illinois." (Ten Years of Torah Teachers' Association, 1965, p. 1).

The goals of this newly formed association were, first of all, to receive recognition from the A.T.T. and the various Day Schools. Second, the Association wanted to lend support to teachers who had grievances which could not be resolved simply by the teacher and the school

administration. Next, the teachers wanted job security, a salary scale and a pension plan. After considerable negotiation, these demands were accepted by the A.T.T. Over the years, the TTA has achieved many more benefits for its teachers.

On the other hand, the General Studies teachers have never been successful in their attempts to obtain formal recognition by the A.T.T. Instead, each school treated its General Studies Faculty in a different fashion. Some schools did negotiate in a meet-and-confer approach with the General Studies faculties, and others did not. This group of lay teachers, while it had approached the A.T.T. from time to time for recognition, had never been able to muster the strength and cohesiveness necessary to successfully gain recognition.

Thus, it is quite obvious why there could be distrust and unhappiness about the differences in treatment of the two faculties in the minds of the General Studies teachers. For the most part, the General Studies teachers believed that they were treated unfairly by both the A.T.T. and the various school boards. The presentation and analysis of the data in the following chapters will analyze the extent of this particular problem.

RESEARCH QUESTIONS

1. In what areas and to what extent did the non-union secular teachers believe a union would benefit them?
2. In what areas and to what extent did Hebrew teachers believe their union would benefit them?
3. In what areas and to what extent did union and non-union teachers have similar or differing beliefs about how the union did or would benefit them?
4. In what areas and to what extent did the non-union teachers believe the meet-and-confer approach had benefited them?
5. In what areas and to what extent did the union teachers believe the meet-and-confer approach could benefit them?
6. In what areas and to what extent did union and non-union teachers have similar or differing beliefs about how meet-and-confer did or would benefit them?
7. What were the beliefs of both union and non-union teachers regarding the importance, benefits, drawbacks and peer pressure associated with teacher union membership?

ORGANIZATION AND TREATMENT OF THE DATA

One hundred ten surveys were distributed to teachers in four area Hebrew Day Schools. Only teachers who were returning for the '89-'90 school year were asked to complete the instruments. Forty-seven completed questionnaires from teachers of both secular and religious studies at four Chicago area Hebrew Day Schools were returned by mail. Of those, forty were complete and were used to provide the data for the study. All data were first entered into the computer to obtain a frequency distribution. Next, a covariance matrix was run to determine the reliability of the questionnaire. Responses to the open-ended section of the survey were analyzed using a matrix approach. This qualitative examination of the responses to the open-ended questions was used to determine if any additional information could be gathered which would enhance the statistical analysis performed on the other sections of the questionnaire.

The Likert-scale responses were computer scored using the Statistical Package for the Social Sciences. An analysis of variance (ANOVA) was used on the three main sections of the questionnaire. A significance level of .05 was utilized. A student-Newman Kuels as well as a Scheffe's test were run to verify the significance of the variable which was tested by the ANOVA.

DEMOGRAPHICS

Part One of the survey consisted of demographic information which is summarized in Table 1. Of the forty respondents, seventeen worked in a school located on the north side of Chicago, while twenty-three worked in Skokie. In addition, there were 15 Hebrew teachers and 25 secular teachers. The mean for number of years of teaching at their present school was 8.5 for Hebrew teachers and 8.2 for secular teachers while the total number of years of teaching including their present school was 14.5 in the Hebrew department and 16.7 for the secular studies department.

Table 1

Demographic Information

	<u>Hebrew</u>	<u>General Studies</u>
Years of teaching in present school (mean)	8.5	8.2
Total number of years teaching (mean)	14.5	16.7
Highest College Degree:		
Bachelors	46.5% (7)	52% (13)
Masters	26.7% (4)	40% (10)
Other	26.8% (4)	8% (2)
Number of additional course hours beyond highest degree (mean)	6.7 (3)	13.2 (17)

Also shown in Table 1, seven Hebrew faculty members held Bachelor's degrees, four held Master's degrees and the other four held religious certificates of various types (including Rabbinic certification). Most had a few additional course hours past their basic degrees. In the General Studies Faculty, all twenty-five teachers held Bachelor's degrees or the equivalent. Two-thirds of the teachers had additional hours beyond their basic degrees, and ten held Master's degrees.

VARIABLES

The independent variable was union versus non-union membership. The dependent variables were benefits obtained through collective bargaining or meet-and-confer such as salary, fringe benefits and working conditions.

QUESTIONS AND ANALYSIS

Research Question #1. In what areas and to what extent did the non-union secular teachers believe a union would benefit them?

Item 9 of the instrument sought data pertaining to beliefs about the union. Section 9 asked:

If you were able to be a member of a General Studies bargaining unit that was given the same authority as the Hebrew Teachers' Union, and was recognized by the A.T.T., how effective do you

think the union would be in relationship to working towards: (a) improving working conditions?, (b) helping to improve student achievement?, (c) establishing a positive attitude between administrators and the union?, (d) acting as an intermediary between teachers and the administration?, (e) helping to improve the image of teachers within the community?, (f) using the bargaining table to effectively convey the wishes of the teachers?, (g) protecting the legal rights of teachers?, (h) being able to recognize what teachers really expect from their unions?

Table 2 shows the frequency distribution of the responses given by the General Studies faculty.

Table 2

Frequency Distribution Showing How General
Studies Teachers Believed a Union Would
Benefit Them. (Item #9)

Area	Frequency					M	SD	N
	Excellent		Average		Poor			
	5	4	3	2	1			
a. improving working conditions	13% (3)	47.8% (11)	34.8% (8)	4.3% (1)		3.696	.765	23
b. helping to improve student achievement	4.3% (1)	30.4% (7)	56.5% (13)	4.3% (1)	4.3% 1	3.261	.810	23
c. establishing a positive attitude between administrators and the union	17.4% (4)	43.5% (10)	39.1% (9)			3.783	.736	23
d. acting as an intermediary between teachers and the administration	39.1% (9)	39.1% (9)	21.7% (5)			4.174	.778	23
e. helping to improve the image of teachers within the community	39.1% (9)	21.7% (5)	39.1% (9)			4.0	.905	23
f. using the bargaining table to effectively convey the wishes of the teachers	52.2% (12)	26.1% (6)	21.7% (5)			4.304	.822	23
g. protecting the legal rights of teachers	56.5% (13)	26.1% (6)	13.0% (3)	4.3% (1)		4.348	.885	23
h. being able to recognize what teachers really expect from their union	31.8% (7)	50% (11)	18.2% (4)			4.136	.710	22

From the data presented in Table 2, it appeared that General Studies teachers believed if they were able to be part of a recognized union they would have average (3) to excellent (5) chances of obtaining a variety of benefits. Only one person rated an item in the poor (1) column ("helping to improve student achievement") and in only three instances, individual teachers rated items in the poor-average (2) column. Those items rated in the poor-average column were : "improving working conditions", "helping to improve student achievement" and "protecting the legal rights of teachers".

This information indicated that teachers had a positive attitude towards the usefulness of a union for the purpose of collective bargaining. The areas of greatest support were: "protecting the legal rights of teachers" (82.6%), "using the bargaining table to effectively convey the wishes of the teachers" (78.3%), "acting as an intermediary between teachers and the administration" (78.2%) and "helping to improve the image of teachers within the community" (70.8%).

The fact that 78.3% of the General Studies faculty believed that the union could be an effective means to convey teachers' wishes at the bargaining table emphasized the importance the faculty placed on the union as a strong voice for teachers. This perception could be attributed to the fact that just prior to the distribution of the surveys,

Hebrew teachers actually obtained demands which were placed on the table during their negotiating sessions. The General Studies faculties were, in certain schools, unable to obtain equal benefits for themselves when they worked with their individual school boards.

Conversely, the item listed in the most unfavorable position was "helping to improve student achievement" (4.3%). The "student achievement" item was pinpointed again in the poor-average column. The only other items listed in the poor-average column were "improving working conditions" (4.3%) and protecting the legal rights of teachers" (4.3%). However, only one respondent in each area indicated less than "average" responses about the union. This clarified the fact that very few teachers believed negatively about union membership or the way in which the union served as a means to help its members.

Research Question #2. In what areas and to what extent did Hebrew teachers believe their union had benefited them?

Information pertaining to Research Question #2 was gathered from item 6 of the instrument. The question asked:

How would you rate your teachers' union in relationship to working towards: (a) improving working conditions?, (b) helping to improve student achievement?, (c) establishing a positive attitude between administrators and the union?, (d) acting as an intermediary between teachers and the administration?, (e) helping to improve

the image of teachers within the community?, (f) using the bargaining table to effectively convey the wishes of the teachers?, (g) protecting the legal rights of teachers?, (h) being able to recognize what teachers really expect from their unions?

The frequency results from section 6 are listed in Table 3.

Table 3
Frequency Distribution of Hebrew Teachers'
Ratings of Their Union (Item #6)

Area	Frequency					M	SD	N
	Excellent	Average		Poor				
	5	4	3	2	1			
a. improving working conditions	20% (3)	20% (3)	46.7% (7)		13.3% (1)	3.33	1.234	15
b. helping to improve student achievement		20% (3)	40% (6)	20% (3)	20% (3)	2.6	1.056	15
c. establishing a positive attitude between administrators and the union	21.4% (3)	21.4% (3)	35.7% (5)	21.4% (3)		3.429	1.089	14
d. acting as an intermediary between teachers and the administration	13.3% (2)	20% (3)	40% (6)	6.7% (1)	20% (3)	3.0	1.309	15
e. helping to improve the image of teachers within the community	14.3% (2)	21.4% (3)	50% (7)		14.3% (2)	3.214	1.188	14
f. using the bargaining table to effectively convey the wishes of the teachers	26.7% (4)	26.7% (4)	33.3% (5)	6.7% (1)	6.7% (1)	3.6	1.183	15
g. protecting the legal rights of teachers	40% (6)	40% (6)	13.3% (2)		6.7% (1)	4.067	1.1	15
h. being able to recognize what teachers really expect from their unions	26.7% (4)	40% (6)	26.7% (4)		6.7% (1)	3.8	1.082	15

"Protecting the legal rights of teachers" was given the highest rating by union members. A full 80% of the respondents indicated that the union handled this issue in a high average (4) to excellent (5) fashion. Many other areas were ranked in the average (3) column. Those items included working conditions, student achievement, positive attitude of the union and administration, intermediary role, improvement of the image of teachers and the effective use of the bargaining table. Twenty percent of the respondents indicated that the union was poor (1) in its effort to improve student achievement and to act as the intermediary between faculty and administration.

The majority of the responses fell in the average to high-average range. This indicated that teachers who actually belonged to the union believed that their union was good, but not excellent. Since these teachers based their answers on actual knowledge of their specific Association, the data produced a strong signal that while the union was effective, it was not as powerful as teachers might have preferred that it be.

Another very important point was designated in question e, "helping to improve the image of teachers within the community". Since fifty percent of the respondents saw their union as only average in promoting the image of the teachers, and fourteen percent thought the attempts at improving the image were either excellent (5) or poor (1),

of all the questions asked, this one showed the greatest lack of consensus. Either the union was not sending out a clear signal about its role in this issue, or the membership disagreed about the approach taken in this area.

Likewise, there was a strong scatter from high-average to poor in question b, "helping to improve student achievement". This may have surfaced because the union was not afforded a strong voice in this arena by the A.T.T. negotiators. Historically, the TTA bargained for salary and working conditions and spent very little time discussing other related issues. The ratings were low enough and diverse enough to have sent out a message that teachers wanted involvement in areas other than salary and working conditions.

All in all, the wide range as opposed to the concentration of responses indicated that teachers did not necessarily share cohesive opinions related to the strength of their union. Rather, they saw an organization that did achieve a number of goals, but that also lacked effectiveness in other areas. Possibly the union did not enjoy a place of real power in regard to its ability to impact decisions made by the A.T.T.

Research Question #3. In what areas and to what extent did union and non-union teachers have similar or differing beliefs about how the union did or would benefit them?

Two separate areas on the questionnaire were initially used to obtain information for this research question. Item #7 asked:

If you were not allowed to have union representation for collective bargaining, what are the chances that your benefits, salary, etc. would be smaller than they are presently?

A correlate to item #7 was item #11. This asked General Studies teachers:

If you were allowed to have union representation for collective bargaining, what are the chances that your benefits, salary, etc. would be greater than they are presently?

Tables 4 and 5 show the frequency distribution of the responses given by the General Studies and Hebrew faculties.

Table 4

Frequency Distribution of the Beliefs of
General Studies Teachers That Benefits,
Salary, Etc. Would Be Greater With Union
Representation. (Item #11)

	<u>Excellent</u>		<u>Average</u>		<u>Poor</u>
Rating	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
Percent of Respondents	8.7% (2)	8.7% (2)	39.1% (9)	30.4% (7)	13% (3)
	<u>M</u>	<u>SD</u>	<u>N</u>		
	2.696	1.105	23		

Table 5

Frequency Distribution of the Beliefs of
Hebrew Teachers That Benefits, Salary,
Etc. Would Be Smaller Without Union
Representation. (Item #7)

	<u>Excellent</u>		<u>Average</u>		<u>Poor</u>
Rating	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
Percent of Respondents	42.9% (6)	21.4% (3)	7.1% (1)	14.3% (2)	14.3% (2)
	<u>M</u>	<u>SD</u>	<u>N</u>		
	3.643	1.55	14		

It can be seen from the two tables that there was a difference between what the Hebrew and General Studies teachers believed about the value of union representation. The mean for General Studies teachers who projected beliefs about whether they would obtain better benefits and salary if they could be in a union was average-poor (2.696). The mean for Hebrew teachers who belonged to the TTA and were asked if their salary and benefits would decrease without the benefits of their union was high average to average (3.643). Furthermore, 42.9% of the Hebrew teachers indicted that there would be an excellent chance that benefits and salary would be lower if they could not have a union and 39.1% of the General Studies faculty said even with a union the chance for better salary or benefits was only average.

The data indicated that there were differences between the two faculties. This was clear from the information gathered in items 7 and 11 of the questionnaire. Hebrew teachers were much more positive about the effectiveness of their union. These teachers drew on their own experience and seemed satisfied with the results of their union's efforts. Only 14.3% of the teachers expressed negative beliefs about the union representation. This small segment may have been unhappy with the recent contract settlement.

General Studies teachers who could only speculate about the effectiveness of the union were much more

cautious. This was apparent because the majority of the ratings fell in the average and low-average range. This response may have been attributed to a poor perception of the A.T.T's attitude towards secular unions, or it may have even been related to a belief that recognition of a union had been an impossibility in the past and would continue to be so in the future.

Although the frequency distributions offered some information, an analysis of variance was also utilized to help compare the responses seen in Tables 4 and 5. The ANOVA was followed by Student Newman-Keuls comparisons. The resulting F ratio was significant at the .05 level and the post-hoc comparisons produced two distinct groups. Table 6 shows the ANOVA results.

Table 6

Analysis of Variance Regarding Beliefs
About Benefits, Salary, Etc. If You Were
Or Could Be In A Union. (Items #7 and #11)

Source	DF	SS	MS	F	PR > F
Model	1	7.808	7.808	4.70	0.037
Error	35	58.084	1.660		
Corrected Total	36	65.892			

$P \leq .05$

The F value was found to be statistically significant at the .05 level. When the ANOVA was combined with results from Tables 4 and 5, it indicated not only that there were differences in beliefs between the two faculties, but that the General Studies teachers did not believe a union would help them to obtain better salary and benefits. This also indicated another problem expressed frequently by the English faculty: differences in perception of the power the groups maintained in the school system. Often, General Studies teachers indicated to the administration that they believed the needs of the Hebrew teachers were considered more important than those of the General Studies teachers. This would have accounted for the lower ratings expressed by the General Studies teachers in projections about possible gains made through union representation. Moreover, the significant difference in the ANOVA was a warning that morale and climate may have been affected by the distinctions in representation between the two faculties.

To continue, one additional area of the questionnaire was used to gather data for Research Question #3. Item 13 asked, "What are the benefits of a teachers' union?" Both Hebrew and General studies teachers responded to this open-ended question. The results are displayed in Table #7.

Table 7

Combined Hebrew and General Studies
Frequency Distribution of Beliefs
About the Benefits of a Union. (Item #13)

<u>Belief</u>	<u>Frequency Reported*</u>	
1. Higher salaries	30%	(11)
2. Strength in numbers	27%	(10)
3. Promotes teachers' rights and protection	19%	(7)
4. Produces a more professional group for negotiating	8%	(3)
5. Is a voice for teachers	5%	(2)
6. Provides negotiation via an impartial person	2.75%	(1)
7. Promotes togetherness among teachers	2.75%	(1)
8. More equality between Hebrew and English staffs	2.75%	(1)
9. No benefits - union promotes a non-professional attitude	2.75%	(1)

N = 37

* (numbers have been rounded)

The data obtained from the open-ended question revealed some additional points about the faculties. When teachers were asked to discuss the benefits of a generic union as opposed to their specific union, responses fell into more typical patterns. Teachers overwhelmingly pointed to "higher salaries" and "strength in numbers" as benefits

for union membership. Only one answer was negative ("no benefits - a union promotes a non-professional attitude") even though the question asked for benefits and not drawbacks. One teacher reacting unfavorably was not enough for great concern. In general, teachers were positive about the use of the union to obtain demands.

All in all, much was learned regarding the similar and differing beliefs about the benefits of the union. While Hebrew teachers responded that the union was a significant factor in obtaining higher salaries and greater benefits, the General Studies faculty placed much less confidence in the ability of a formally recognized union to accomplish the same for them.

On the other hand, the responses gathered in Table 4 indicated one key factor which set it apart from those gathered in Table 2. Item 9 of the questionnaire stated that the projected union would be given the same authority as that of the TTA (see Table 2). When that data was tabulated, teachers believed that the union would be helpful in a variety of ways. When the phrase, "the same authority" was omitted from section 11, the teachers' responses were significantly lower. Thus, General Studies teachers projected their view of the usefulness of the Hebrew union by clearly indicating that they believed the TTA was a successful voice for the Hebrew teachers. If a union for Secular teachers was not given equal authority to the TTA,

teachers believed it would not be effective.

Research Question #4. In what areas and to what extent did the non-union teachers believe the meet-and-confer approach had benefited them?

Item 10 of the instrument addressed Research Question #4. General Studies teachers were asked:

How would you rate the way the school board and/or executive committee works with you towards (a) improving working conditions?, (b) helping to improve student achievement?, (c) establishing a positive attitude between administrators and the union?, (d) acting as an intermediary between teachers and the administration?, (e) helping to improve the image of teachers within the community?, (f) using the bargaining table to effectively convey the wishes of the teachers?, (g) protecting the legal rights of teachers?

The information gathered in item 10 provided insight into the way the teachers viewed their individual school boards. Table 8 shows the distribution of these responses.

Table 8

Frequency Distribution of General Studies
Teachers' Beliefs About Benefits of
Meet-and-Confer (Item #10)

<u>Belief</u>	<u>Frequency</u>					<u>M</u>	<u>SD</u>	<u>N</u>
	<u>Excellent</u>		<u>Average</u>		<u>Poor</u>			
	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>			
a. improving working conditions	8.7% (2)	21.7% (5)	39.1% (9)	17.4% (4)	13% (3)	2.957	1.147	23
b. helping to improve student achievement	19% (4)	14.3% (3)	38.1% (8)	19% (4)	9.5% (2)	3.143	1.236	21
c. establishing a positive attitude between administration and the union	4.3% (1)	13% (3)	52.2% (12)	13% (3)	17.4% (4)	2.739	1.054	23
d. acting as an intermediary between teachers and the administration	8.7% (2)	4.3% (1)	47.8% (11)	21.7% (5)	17.4% (4)	2.652	1.112	23
e. helping to improve the image of teachers within the community	4.8% (1)	14.3% (3)	47.6% (10)	23.8% (5)	9.5% (2)	2.81	.981	21
f. using the bargaining table to effectively convey the wishes of the teachers	4.5% (1)	4.5% (1)	50% (11)	18.2% (4)	22.7% (5)	2.5	1.058	22
g. protecting the legal rights of teachers	40.9% (9)	36.4% (8)	22.7% (5)			4.182	.795	22

The majority of the responses shown in Table 8 fell in the average range on the Likert-scale. The only exception was question g, "protecting the legal rights of teachers". When the question of legal rights was posed in previous tables, the responses were also in the average to excellent range. This consistency among tables indicated strongly that while Hebrew teachers believed the A.T.T. worked to protect teachers' legal rights, the General Studies teachers believed that the school boards also approached legal rights during meet-and-confer with a positive attitude.

In the area of relationships between teachers and administration (c, d) and the use of the bargaining table to express teachers' wishes (f), the highest concentration of responses fell between the average and poor columns. All three of these questions were concerned with a voice for teachers. The responses reflected only an average belief that the boards were interested in improving relationships or providing a sounding board for teachers. This information indicated that both the school board and the administration should open better lines of communication and allow teachers a greater platform in which to air concerns that might have increased the faculty beliefs in these areas.

Question f on Table 8 was important for another reason. When teachers were asked whether they were able to air their concerns at the bargaining table, they were

indirectly being asked whether meet-and-confer was successful. Only half of the faculty answering the questions believed this procedure was average, only one person indicated the process was high average and one believed it was excellent. Conversely, four teachers found the process to be low average and five teachers said this procedure was poor. These results signaled the necessity for school boards and administration to reassess the importance of allowing teachers to feel that what they said had merit.

Research Question #5. In what areas and to what extent did the union teachers believe the meet-and-confer approach could benefit them?

The purpose of Research Question number 5 was to determine the perceptions of the Hebrew faculty towards meet-and-confer. Item 8 of the instrument posed the following question:

If the A.T.T. was not willing to recognize the Hebrew teachers and if you were not able to be a member of an organized collective bargaining group, how would you rate the way the school board and/or executive committee would work with you towards (a) improving working conditions?, (b) helping to improve student achievement?, (c) establishing a positive attitude between administration and teachers?, (d) acting as an intermediary between teachers and the administration?, (e) helping to improve the image of teachers within the community?, (f) using the bargaining table to effectively convey the wishes of the teachers?, (g) protecting the legal rights of teachers?

The results of the information obtained from Section 8 are displayed in Table 9.

Table 9

Frequency Distribution of Hebrew Teachers'
Beliefs About Meet-and-Confer (Item #8)

<u>Belief</u>	<u>Frequency</u>					<u>M</u>	<u>SD</u>	<u>N</u>
	<u>Excellent</u>	<u>Average</u>			<u>Poor</u>			
	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>			
a. improving working conditions		13.3% (2)	46.7% (7)	26.7% (4)	13.3% (2)	2.6	.910	15
b. helping to improve student achievement	6.7% (1)	13.3% (2)	53.3% (8)	6.7% (1)	20% (3)	2.8	1.146	15
c. establishing a positive attitude between administration and the union			46.7% (7)	20% (3)	33.3% (5)	2.133	.915	15
d. acting as an intermediary between teachers and the administration	6.7% (1)		40% (6)	26.7% (4)	26.7% (4)	2.333	1.113	15
e. helping to improve the image of teachers within the community	6.7% (1)	13.3% (2)	20% (3)	33.3% (5)	26.7% (4)	2.4	1.242	15
f. using the bargaining table to effectively convey the wishes of the teachers		6.7% (1)	26.7% (4)	40% (6)	26.7% (4)	2.133	.915	15
g. protecting the legal rights of teachers			46.7% (7)	26.7% (4)	26.7% (4)	2.2	.862	15

The frequency distribution indicated that the benefits gained through meet-and-confer would be between average (3) and poor (1). Based on the information obtained in Table 9, Hebrew teachers did not place a great amount of confidence in bargaining with their individual school boards. This revelation was a clear signal to school boards and administrators about the strength the Hebrew teachers believed the TTA carried.

Furthermore, it could be implied that Hebrew teachers were not confident about the attitude of the school board towards granting the demands of the teachers. Indirectly, the respondents may have also felt more comfortable either bargaining as one united group whose membership was larger, or they may have preferred negotiating with the A.T.T. instead of the individual school boards. Whatever the case may be, Table 9 succinctly displayed the fact that Hebrew teachers were not confident about the success of a meet-and-confer approach to bargaining.

Research Question #6. In what areas and to what extent did union and non-union teachers have similar or differing beliefs about how meet-and-confer did or would benefit them?

In order to arrive at an answer for Research Question #6, an analysis of variance was performed on

items 8 and 10 of the questionnaire. The purpose of the ANOVA was to determine whether there were significant differences between the beliefs of the two faculties. Table 10 displays the results of the analysis.

Table 10

Analysis of Variance of Beliefs of
General Studies and Hebrew Faculties
Toward Meet-and-Confer (Items #8 and #10)

Source	DF	SS	MS	F	PR > F
Model	1	68.9641	68.9641	1.99	0.1665
Error	37	1280.9333	34.6198		
Corrected Total	38	1349.8974			

$P \leq .05$

The ANOVA produced no significant difference between the General Studies and Hebrew teachers. This information was quite important because it supported the fact that both groups of teachers felt the meet-and-confer approach to bargaining was not exceedingly successful. A review of Tables 8 and 9 helped clarify specific areas of agreement and/or difference. The General Studies teachers who actually participated with school boards in a meet-and-confer approach gave slightly higher scores to the process than did the Hebrew faculty whose beliefs were speculative.

To begin, the slightly higher mean scores of the General Studies teachers indicated an even greater lack of confidence on the part of the Hebrew teachers to meet-and-confer. The largest difference was in item g, "protecting the legal rights of teachers". Almost a two point difference was seen in the mean scores. General Studies teachers believed more strongly than their Hebrew counterparts that the school board did work to protect the teachers' legal rights.

Other than item g, the remainder of the mean scores from Tables 8 and 9 were very similar. Most scores ranged in the average (3) to low average (2) sections. This information pointed to the fact that teachers in both groups perceived the work accomplished between the school board and the secular teachers to be less productive than that accomplished through collective bargaining with the A.T.T.

Beliefs also varied slightly in the lowest column (poor) for item e, "improving the image of teachers in the community". Hebrew teachers who did not employ meet-and-confer believed school boards would not work effectively toward this goal. However, General Studies teachers who spoke from actual experience, awarded higher scores to the board in their work toward improving teachers' images.

All in all, the comparison of beliefs toward meet-and-confer between Hebrew and General Studies faculties

produced similar, not differing, viewpoints. While there were slight variations, both groups held an average to poor view of the benefits obtained through negotiating with individual school boards. This information indicated that either better circumstances should be arranged between school boards and General Studies faculties, or the A.T.T. should possibly intervene to upgrade future meet-and-confer sessions. No matter what, some improvement was clearly indicated by the low ratings given to the questions asked of the faculty members.

Research Question #7. What were the beliefs of both union and non-union teachers regarding the importance, benefits, drawbacks and peer pressure associated with teacher union membership?

This section reports the findings from items 1, 3, 4, 5, 12, 13 and 14 of the questionnaire. A distinct picture of the beliefs about unions and/or meet-and-confer and the implications for managing Hebrew Day Schools emerged not only from the various sections of the instrument, but from telephone interviews as well. Teachers appeared to hold strong opinions about the two different ways of negotiating. To begin, Table 11 shows the ranking of responses obtained from item 12.

Table 11

Ranking of Combined Hebrew and General Studies
Teachers' Beliefs Related to the Importance of
Having a Union (Item #12)

<u>Response</u>	<u>N*</u>
1. Improve working conditions, salary and benefits	11
2. Allows for equality between faculties	7
3. Conveys teachers' needs and opinions to the administration	5
4. Strength in numbers	5
5. Enhances the professional status of teachers	4
6. People of power and wealth (school board) deal more seriously with other powerful people (unions)	2
7. Provides a grievance process	2
8. Protects teachers	2
9. Improves morale	1
10. Provides wage control	1
11. Makes teaching attractive to qualified people thereby improving education	1
12. Union provides a place for the interchange of ideas among peers	1
13. Provides unity which allows for progress	1
14. Job security	1
15. Gives teachers an advocate	1

N = 34 *In some instances, multiple responses were given.

The open-ended questions which were combined from both faculties produced a fairly cohesive list of beliefs regarding the benefits of a union in the schools. The highest number of respondents listed better working conditions, salary and benefits as an important benefit of the union. This area of concern was especially important because salaries were considerably lower in both Hebrew and General Studies than they were in the surrounding public school districts. Teachers in the Day Schools have historically lobbied for greater advances in salary and better benefits.

Administrators should recognize the importance teachers place on these items and attempt to compensate in some other way. Because private schools have received little if any funding from the government, they have relied heavily on tuition and donations to support the schools. The income barely covered operating costs, thus a drastic increase in salary and/or benefits would be unlikely. The theories of both Herzberg (1959) and Maslow (1954) indicated that salaries were not teacher motivators. Since that was the case, administration needs to examine options that might substitute for monetary improvement.

Seven respondents listed equality between the two faculties as a benefit of union membership. Additionally, it was made quite apparent in eleven telephone interviews that both faculties perceived their counterparts as

receiving better gains in different areas. These beliefs produced ill feelings. Management must attempt to eradicate the differences of opinion between the two faculties. Harmony is an essential ingredient for a successful school.

The beliefs that a union conveyed teachers' needs and opinions to the administration, that there was strength in numbers, and that unions enhanced the professional status of teachers were also signals to the administration. These items indicated the need for teachers to feel important and respected. The teachers felt there was strength in numbers, but that would not have been necessary if teachers individually, believed their opinions had been taken seriously by management. Administrators need to take into account that the teachers are professionals and deserve not only a voice, but a message that they are respected.

Finally, one more area was significant for administration. Two teachers wrote that powerful people (school board members) were more likely to listen to other powerful people (unions). The viewpoint expressed by the two teachers was further enhanced in eight of the telephone interviews. It appeared that teachers perceived board members to be wealthy and powerful businessmen. In order to arrange for an equitable setting for negotiating, the faculty members viewed the strength in numbers that a union represented as a match for the power offered by virtue of socio-economic status of the school board members.

The problem with the perceptions regarding the socio-economic status of board members was that the teachers were not entirely correct in their assumptions. A number of board members did command positions of authority and high salaries, but many did not. The implication for the administrator was that while the socio-economic status of board members was not a part of this study, the responses indicated that it would be beneficial to foster a better understanding of the composition of the school board personnel. Socio-economic status should not have been a reason for teachers to have felt less important.

To continue, the ranking of the benefits of a teachers' union helped add additional meaning to the beliefs expressed by both faculties. Table 12 indicates the results obtained from the open-ended question, "what are the benefits of a teacher's union?". Results from ten telephone surveys were also included in the table. Teachers were asked to elaborate on the comments they made when they answered Item #13 of the questionnaire.

Table 12

Combined Ranking of the Benefits of a Teachers' Union
(Item #13)

<u>Belief</u>	<u>N*</u>
1. Higher salaries	11
2. Strength in numbers	9
3. Promotes teachers' rights and protection	7
4. Produces a more professional group for negotiating	3
5. Is a voice for teachers	3
6. More equality between Hebrew and English staffs	2
7. Protects the legal rights of teachers	2
8. Provides negotiation via an impartial person	1
9. Promotes togetherness among teachers	1
10. No benefits - union promotes a non-professional attitude	1
11. Produces a written salary scale	1
12. Harder to intimidate	1
13. Security through tenure	1

N = 37 * Multiple responses from an open-ended question.

Higher salaries, strength in numbers and the promotion of teachers' rights were at the top of the list of benefits of the teachers' union. There were many similarities in the responses to both items 12 and 13 of the questionnaire. This gave added impetus to the importance for the administration of developing an understanding of how the teachers felt about their status within the school community.

On the other hand, the belief about equality between Hebrew and English faculties was mentioned less frequently in Table 12. A possible answer to this difference was the wording of item 13. While item 12 referred to the benefits of a union in the teacher's building, item 13 asked for the benefits of a union in general. In usual circumstances, the union would represent everyone. The fact that teachers placed less emphasis on that concept in Table 12 pointed to the awareness that the Day School system was not only unique, but had created a negative situation.

To obtain data about another aspect of the union, item 14 asked, "What are the drawbacks of a teachers' union?". This item produced a new list of concerns. Ten of the telephone surveys produced information which enhanced the responses given in item 14. Table 13 shows the ranking of the results.

Table 13

Combined Ranking of the Beliefs Regarding the
Drawbacks of a Teachers' Union (Item #14)

<u>Belief</u>	<u>N*</u>
1. No drawbacks	14
2. Can't negotiate on a one-to-one basis	4
3. Loss of individuality; need to conform	3
4. Tenure to inadequate teachers	2
5. Teachers are forced into a disloyal situation	2
6. If union representatives are picked incorrectly, there can be more harm than good	2
7. Strikes	2
8. Promotes a non-professional attitude towards teachers	1
9. The union representatives must give up personal time for union business	1
10. May force teachers to go against individual principles and ideals	1
11. You are bound to that union	1
12. Bad feelings if everyone doesn't belong	1
13. Negative attitude towards unions	1
14. The school board wouldn't like it	1
15. Dues	1
16. Lack of harmony between teachers	1
17. Setbacks and stalls	1

N = 33

* Multiple responses to open-ended questions.

The largest number of respondents believed there were no drawbacks to a teachers' union. This should be a signal to the administration that teachers viewed the union favorably. It would be helpful if administration could respect that viewpoint and encourage a sense of harmony with the union.

Conversely, the next two items of importance were the fact that teachers could not negotiate individually and that there was a loss of individuality. According to telephone interviews, some teachers engaged in the practice of bargaining one-to-one with either the board or the administration. Those teachers who were successful in their personal negotiations were not interested in having to be represented by the constraints of the union contract. The remainder of the items in Table 13 were fairly common complaints that should be reviewed by administration just to provide an overview of teachers' beliefs.

One additional source of information concerned the concept of peer pressure as a reason for teachers to join unions. Items 1, 3, 4, 5, 15 and 16 asked questions about peer pressure. Since items 15 and 16 duplicated information obtained from items 1, 3, 4 and 5, Table 14 only includes data compiled from items 1, 3, 4 and 5.

Table 14

Frequency Distribution of Beliefs
Concerning Peer Pressure
(Items #1, #3, #4, #5)

Belief		Frequency					<u>M</u>	<u>SD</u>	<u>N</u>
		Very	Average			Not			
		Important				Important			
		5	4	3	2	1			
1. How important do you feel it is to be accepted by other members of your peer group?									
	Hebrew	46.7% (7)	26.7% (4)	26.7% (4)			4.2	.862	15
	General Studies	33.3% (8)	20.8% (5)	33.3% (8)	8.3% (2)	4.2% (1)	3.708	1.160	24
3. If there were no outside pressures placed on you, how important would it be for you personally to be a member of your teachers' union?									
	Hebrew	53.3% (8)	40% (6)	6.7% (1)			4.467	.640	15
	General Studies	48% (12)	16% (4)	24% (6)		12% (3)	3.88	1.364	25
4. How important do you think it is for other teachers in your building to be a member of a teachers' union?									
	Hebrew	64.3% (9)	28.6% (4)	7.1% (1)			4.571	.646	14
	General Studies	56% (14)	24% (6)	16% (4)		4% (1)	4.28	1.021	25
5. If you are a member of either the A.T.T. bargaining group or the General Studies bargaining group, do you feel that peer pressure was an important factor in your decision to join your teachers' union?									
	Hebrew			35.7% (3)	14.3% (2)	50% (7)	1.857	.949	14
	General Studies	6.7% (1)	13.3% (2)	33.3% (5)	13.3% (2)	33.3% (5)	2.467	1.302	15

The results from both Hebrew and General Studies were similar. In item 1, the majority of the responses were found in the excellent to average range. Both groups believed it was quite important to be accepted by peers. However, item 3 showed that teachers believed in joining unions in spite of and not because of peer pressure. This indicated freedom of choice. Furthermore, both groups believed that it was extremely important for other teachers to be members of the union as well. In all three instances, the mean for the Hebrew teachers was slightly higher than that of the General Studies teachers. The reason for the slight variation may be attributed to the fact that the Hebrew teachers actually belonged to a union and were speaking from experience while the General Studies teachers had to speculate.

Item 5 posed a slightly different question. When teachers were asked whether peer pressure influenced their decision to join their bargaining group, the results were found to be in the poor to average range. Once again, this indicated that peer pressure was not important. In this case, though, General studies teachers placed slightly more emphasis on peer pressure than did the Hebrew teachers. Results of open-ended questions #15 and #16 simply corroborated the results of Table 14. No significantly different beliefs were uncovered.

The implications of peer pressure for the

administration were clear. Peer pressure was not a major factor in the decision of whether or not a teacher chose to join the union or General Studies bargaining group. This should tell an administrator that most of the Hebrew Day School teachers were comfortable in being able to make decision without outside pressure. This is important because decisions on the part of teachers are necessary continuously. If administrators posed sensitive issues to the teachers, they could be somewhat comfortable in the knowledge that the faculty was willing to decide issues based on their own beliefs and not on the beliefs of others. Thus, while teachers believed it was important to be accepted by peers, they also exhibited their own individuality.

All in all, the combined beliefs of teachers and the subsequent implications for the administration covered a variety of areas. A knowledge of which areas of concern were important could help administration and the board at the bargaining table. The fact that many teachers saw no drawbacks to the union signaled the need for administration to recognize the teachers' acceptance and desire for representation. Moreover, the fact that peer pressure was not a major force in a faculty member's decision to join a bargaining group further substantiated the fact that teachers believed in their group representation.

SUMMARY

In conclusion, the results of the questionnaires provided insight into an analysis of meet-and-confer and collective bargaining. For General Studies teachers, the belief that a formally recognized union would be an asset was clearly expressed in Table 2. The teachers' responses showed a trend toward viewing a union in the average to high-average range. The responses in the low average or poor range were so negligible that they had little or no impact on the study.

When Hebrew teachers were asked about the benefits of their union, the responses were slightly lower. There were also more teachers who placed their beliefs in the low-average to poor range. While the mean scores in Table 3 were somewhat lower than those in Table 2, the scatter of answers gave rise to the impression that there was less unanimity of perception. The lower results also indicated that teachers who could not have a union projected that it would be more beneficial than those who were members of the TTA.

A comparison of similarities and/or differences of beliefs about the impact of a union for obtaining salary and benefits produced unexpected results. The General Studies teachers believed that a union would be low-average in this area while the Hebrew teachers indicated a high-average

opinion on this subject. A full one point difference in the mean scores of the two faculties was displayed in Table 4. The differences in the scores may have indicted a lack of confidence on the part of the General Studies teachers to have received equal treatment from the A.T.T. for bargaining.

On the other hand, the General Studies teachers also indicated in Table 8 that the meet-and-confer approach which was actually used for bargaining was not considered to be overwhelmingly successful. Most responses were found to be in the average to low average areas. Once again, a message was give to administration that these teachers were not extremely content with their imposed method of bargaining. This message came across continuously in both answers to the questionnaire as well as in telephone surveys.

Although the mean scores for the General Studies teachers were found to be average to low-average, the Hebrew faculty, when asked about the possibility of meet-and-confer, reacted in a slightly more negative fashion. The lower scores indicated that Hebrew teachers (a) placed more trust in their own union, the TTA, and (b) believed that General Studies teachers were unable to make parallel gains to those of the TTA when utilizing a meet-and-confer approach to bargaining. While the ANOVA produced no statistically significant results, the lower mean scores of the Hebrew teachers indicated a greater

confidence in collective bargaining than in meet-and-confer.

All in all, a review of the data obtained from both the questionnaire and the telephone interviews produced a strong picture of the similarities and differences in the beliefs of teachers who worked in Hebrew Day Schools. It was apparent that both faculties found strengths as well as weaknesses in the current practices. However, it was abundantly clear that the majority of Hebrew and General Studies teachers believed a unified voice for the purpose of bargaining was a necessity in the Day School structure.

CHAPTER IV

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Summary

The purpose of this study was to analyze meet-and-confer and collective bargaining in Chicago area Hebrew Day Schools. Seven research questions were utilized to direct the course of the analysis:

1. In what areas and to what extent did the non-union secular teachers believe a union would benefit them?
2. In what areas and to what extent did Hebrew teachers believe their union would benefit them?
3. In what areas and to what extent did union and non-union teachers have similar or differing beliefs about how the union did or would benefit them?
4. In what areas and to what extent did the non-union teachers believe the meet-and-confer approach had benefited them?
5. In what areas and to what extent did the union teachers believe the meet-and-confer approach could benefit them?

6. In what areas and to what extent did union and non-union teachers have similar or differing beliefs about how meet-and-confer did or would benefit them?
7. What were the beliefs of both union and non-union teachers regarding the importance, benefits, drawbacks and peer pressure associated with teacher union membership?

Teachers from four schools within the auspices of the Associated Talmud Torahs were included in this study. A two-part questionnaire was distributed to only those faculty members who were returning for the '89-'90 school year. One hundred ten teachers received the instruments and forty-seven individuals completed and returned them. Of the forty-seven responses (43%), fifteen Hebrew and twenty-five General Studies questionnaires were usable. Fourteen telephone interviews were then conducted with teachers who indicated that they were willing to provide additional information.

Data was analyzed by using a mixed methodological approach. The Likert-scale sections of the questionnaire were treated with the Statistical Package for the Social Sciences computer program. Frequency distributions as well as analyses of variance were obtained through the computer analysis. A matrix was employed for examining the open-ended and telephone responses. Triangulation by combining the qualitative and quantitative data was then performed.

Conclusions

An analysis of all the data led to a number of significant findings. The major conclusions of the study are listed below.

1. General Studies teachers believed a formally recognized union would be an asset.

Seventy-eight percent of the General Studies teachers indicated that the union would serve as a highly effective means for conveying the wishes of teachers at the bargaining table. The same percent believed that the union would be extremely successful in acting as an intermediary between teachers and administration. Over eighty percent of the respondents not only believed that the union would be sensitive to the needs of its members, but that it would serve as a positive force in the protection of the legal rights of teachers.

2. Hebrew teachers believed their union did an adequate job.

The majority of Hebrew teachers believed that their union was moderately successful in areas such as improving working conditions, establishing a positive attitude as well as acting as an intermediary between administration and the union and helping to improve the image of teachers within the community. A slightly higher than average rating was

given to the union's ability to recognize the needs of the faculty and to its work toward protecting the legal rights of teachers.

3. Hebrew and General Studies teachers held differing viewpoints about the effectiveness of a union for collective bargaining.

Hebrew teachers who actually had union representation rated their union as moderately successful in a number of different areas. However, when asked what would happen to salary and benefits without union representation, the Hebrew teachers believed there was a greater than average chance that their salary and benefits would be lower. General Studies teachers believed if they could have a union, they would have a better than average chance of improving many areas in the work place with the exception of salary and benefits. In other words, Hebrew teachers believed the most significant asset of the union was for obtaining higher salaries and greater benefits, but the General Studies teachers did not concur.

4. The General Studies faculty did not believe meet-and-confer was a very successful way of meeting the needs and demands of teachers.

General Studies teachers indicated that the meet-and-confer approach to bargaining was not really advanta-

gious. When teachers were asked about the success of meet-and-confer in helping to enhance items such as student achievement, image of teachers and interaction between faculty and administration, the results indicated a less than average rating. The only exception was in the area of protection of the legal rights of teachers where eighty-seven percent of the respondents rated meet-and-confer as highly successful.

5. Hebrew teachers held slightly stronger beliefs than General Studies teachers about the poor effects of the meet-and-confer approach to bargaining.

The mean scores for all areas concerned with Hebrew teachers' beliefs about the benefits of meet-and-confer were between 2.1 and 2.8 out of 5 possible points on a Likert-scale. This was compared to the scores in the same areas by the General Studies teachers where the mean scores ranged from 2.5 to 4.1.

6. The differences in beliefs and negotiating practices of Hebrew and General Studies teachers held implications for the administrators in managing Chicago area Hebrew Day Schools.

Because there is both collective bargaining and meet-and-confer in each school, the administrator can have a particularly difficult time in effectively managing the faculties. The fact that General Studies teachers believed that

meet-and-confer was less productive than collective bargaining was a significant signal to administration that these teachers felt slighted. The morale of the General Studies faculty was damaged by the difference in treatment. The administrator needs to recognize these differences and to work toward alleviating any ill feelings. Moreover, the Hebrew teachers indicated that they did not believe the school board was effective in negotiating with teachers. Since there were many occasions other than negotiating when school boards and both faculties needed to work cooperatively, the administrator needs to act as a buffer in creating better feelings on the part of teachers toward the board.

Recommendations

The following recommendations are based on the findings and conclusions of this study:

1. Hebrew Day School administrators must be extremely aware of the school climate and must make sure that the differences in bargaining methods are not permitted to have an adverse affect on teacher morale.

2. Administrators must find other ways to compensate for the differences in salary and benefits obtained by the two faculty groups.

3. Individual school board members must be aware of the low image they have acquired and work should be done to improve this situation by becoming more sensitive to the needs of the General Studies teachers.

4. School boards should re-evaluate the present meet-and-confer approach to bargaining with General Studies teachers.

5. General Studies teachers and Hebrew teachers should all be represented by the same union.

6. If it is impossible to combine both faculties into one union, the A.T.T. should consider ways to recognize a separate union of General Studies teachers.

7. If General Studies teachers are not permitted union representation, the A.T.T. should help to educate individual school boards in ways to arrive at more satisfactory solutions during meet-and-confer.

Recommendations for Further Study

1. This study should be replicated with teachers in other Hebrew Day Schools located in different geographic locations. This would provide additional data which could be used to further substantiate the present findings.
2. A survey of the administrators involved with the Hebrew Day Schools should be conducted. The information obtained from management could help add meaning to the present body of information.
3. An analysis of the contracts given to both Hebrew and General Studies teachers should be conducted. The analysis might then be compared with the beliefs discovered through this study. A comparison of factual information with teachers' beliefs might add to the results already discussed.
4. Interviews of individual school board members and/or officers of the A.T.T. bargaining unit might produce additional facts that would indicate a different perspective to this problem.

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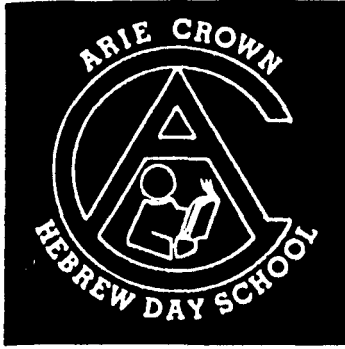
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APPENDIX A



4600 MAIN STREET
SKOKIE, IL 60076
(312) 982-9191

Dear Faculty Member:

Attached please find a questionnaire pertaining to how teachers in several private day schools feel about teacher unions. This information will be used to help me complete research for my dissertation for my Ph.D. at Loyola University. Your answers to the questionnaire are extremely important to me since the greater the response, the better my results will be. Individual answers will remain strictly confidential, and only an average of the total responses will be used in my research. It would be greatly appreciated if you could return this questionnaire by June 26, 1989. A return envelope has been enclosed for your convenience. Thanking you in advance for your cooperation.

Sincerely,

Linda Marks

APPENDIX B

QUESTIONNAIRE

Information and Instruction

The purpose of this questionnaire is to examine the importance that you, as a teacher, place on the teachers' union (if any) within your school. Responses will be evaluated in an attempt to get a better understanding of how teachers view unions. Results will be shared with a research committee at Loyola University. No names will be utilized. The numbers and letters you see on the questionnaire are merely a means of correlating the data.

PART I

Please answer all of the following questions:

I. Demographics

A. Area in which your school is located:

_____ Chicago _____ Suburb

B. Current pupil enrollment in your building:

_____ 10-200	_____ 201-300	_____ 301-400
_____ 401-500	_____ 501-600	_____ 601-700
_____ 701-800	_____ 801-900	_____ over 900+

C. How many years have you been teaching in this school? _____

D. What is the total number of years you have been teaching including the total in this school? _____

E. Highest college degree, if any, that you hold: _____

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- F. Do you have any college hours beyond your highest degree?
 _____ Yes _____ No If so, how many additional hours do
 you have? _____ Are the additional hours semester hours or
 quarter hours? _____ Semester _____ Quarter
- G. Are you a member of the ATT Hebrew collective bargaining unit?
 _____ Yes _____ No
- H. Are you a member of an organized General Studies group that
 bargains for salary, benefits, etc.? _____ Yes _____ No
- I. Are you a member of _____ Hebrew faculty _____ English faculty?

PART II

Please circle the number that best fits the response to the following questions:

	Very Important		Average		Not Important
	5	4	3	2	1
1. How important do you feel it is to be accepted by other members of your peer group?	5	4	3	2	1
2. Is it important to have a teachers' union represent you for collective bargaining?	5	4	3	2	1
3. If there were no outside pressures placed on you, how important would it be for you personally to be a member of your teachers' union?	5	4	3	2	1
4. How important do you think it is for other teachers in your building to be a member of a teachers' union?	5	4	3	2	1
5. If you are a member of either the ATT bargaining group or the General Studies bargaining group, do you feel that peer pressure was an important factor in your decision to join your teachers' union?	5	4	3	2	1

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PART III

FOR ATT HEBREW TEACHERS ONLY; GENERAL STUDIES TEACHERS, PLEASE TURN TO PAGE 5.

Please circle the number that best fits the response to the following questions:

Excellent	Average		Poor	
5	4	3	2	1

- | | | | | | |
|--|---|---|---|---|---|
| 6. How would you rate your teacher's union in relationship to working towards: | | | | | |
| a. improving working conditions? | 5 | 4 | 3 | 2 | 1 |
| b. helping to improve student achievement? | 5 | 4 | 3 | 2 | 1 |
| c. establishing a positive attitude between administrators and the union? | 5 | 4 | 3 | 2 | 1 |
| d. acting as an intermediary between teachers and the administration? | 5 | 4 | 3 | 2 | 1 |
| e. helping to improve the image of teachers within the community? | 5 | 4 | 3 | 2 | 1 |
| f. using the bargaining table to effectively convey the wishes of the teachers? | 5 | 4 | 3 | 2 | 1 |
| g. protecting the legal rights of teachers? | 5 | 4 | 3 | 2 | 1 |
| h. being able to recognize what teachers really expect from their unions? | 5 | 4 | 3 | 2 | 1 |
| 7. If you were not allowed to have union representation for collective bargaining, what are the chances that your benefits, salary, etc. would be smaller than they are presently? | 5 | 4 | 3 | 2 | 1 |

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8. If the ATT was not willing to recognize the Hebrew teachers and if you were not able to be a member of an organized collective bargaining group, how would you rate the way the school board and/or executive committee would work with you towards:

	Excellent		Average		Poor
	5	4	3	2	1
a. improving working conditions?	5	4	3	2	1
b. helping to improve student achievement?	5	4	3	2	1
c. establishing a positive attitude between administrators and teachers?	5	4	3	2	1
d. acting as an intermediary between teachers and the administration?	5	4	3	2	1
e. helping to improve the image of teachers within the community?	5	4	3	2	1
f. using the bargaining table to effectively convey the wishes of the teachers?	5	4	3	2	1
g. protecting the legal rights of teachers?	5	4	3	2	1

PLEASE TURN TO PAGE 6, PART IV.

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FOR GENERAL STUDIES MEMBERS ONLY

9. If you were able to be a member of a General Studies bargaining unit that was given the same authority as the Hebrew Teachers' Union, and was recognized by the ATT, how effective do you think the union would be in relationship to working towards:

	Excellent		Average		Poor
	5	4	3	2	1
a. improving working conditions?	5	4	3	2	1
b. helping to improve student achievement?	5	4	3	2	1
c. establishing a positive attitude between administrators and the union?	5	4	3	2	1
d. acting as an intermediary between teachers and the administration?	5	4	3	2	1
e. helping to improve the image of teachers within the community?	5	4	3	2	1
f. using the bargaining table to effectively convey the wishes of the teachers?	5	4	3	2	1
g. protecting the legal rights of teachers?	5	4	3	2	1
h. being able to recognize what teachers really expect from their unions?	5	4	3	2	1
10. How would you rate the way the school board and/or executive committee works with you towards:					
a. improving working conditions?	5	4	3	2	1
b. helping to improve student achievement?	5	4	3	2	1
c. establishing a positive attitude between administrators and the union?	5	4	3	2	1
d. acting as an intermediary between teachers and the administration?	5	4	3	2	1
e. helping to improve the image of teachers within the community?	5	4	3	2	1

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	Excellent		Average		Poor
	5	4	3	2	1
f. using the bargaining table to effectively convey the wishes of the teachers?	5	4	3	2	1
g. protecting the legal rights of teachers?	5	4	3	2	1
11. If you were allowed to have union representation for collective bargaining, what are the chances that your benefits, salary, etc. would be greater than they are presently?	5	4	3	2	1

PART IV

FOR BOTH HEBREW AND GENERAL STUDIES TEACHERS:

Please fill in your responses to the following questions:

(Please use the back of this paper if more space is needed.)

12. Why is it important to have a teachers' union in your building?
13. What are the benefits of a teachers' union?
14. What are the drawbacks of a teachers' union?

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15. Do you believe your peers would treat you poorly if you did not belong to your union? Please explain.
16. Did you join or would you join your union because you strongly believed in it, or because "everyone" else joined it?
17. Do you believe the union becomes a hindrance in the effective operation of your school? Please explain.

It would be most helpful if you would be willing to share more information about teacher's unions with me. I would appreciate your listing your name, address and telephone number below: (Note: confidentiality will be strictly guarded). Please be advised that filling out the information below is purely at your discretion.

NAME _____
STREET ADDRESS _____
CITY _____
TELEPHONE NUMBER (H) _____ (W) _____

When is the best time for me to reach you?

Thank you for your cooperation.

APPROVAL SHEET

The dissertation submitted by Linda Marks has been read and approved by the following committee:

Dr. Max Bailey, Director
Associate Professor,
Educational Leadership and Policy Studies,
Loyola

Dr. Philip Carlin
Associate Professor,
Educational Leadership and Policy Studies,
Loyola

Dr. L. Arthur Safer
Associate Professor,
Educational Leadership and Policy Studies,
Loyola

The final copies have been examined by the director of the dissertation and the signature which appears below verifies the fact that any necessary changes have been incorporated and that the dissertation is now given final approval by the Committee with reference to content and form.

The dissertation is therefore accepted in partial fulfillment of the requirements for the degree of Doctor of Philosophy.

March 19, 1990
Date

Max Bailey
Director's Signature